

September 29, 2009

TO: Todd Jensen

FROM: Teresa Parsons, SPHR  
Director's Review Program Supervisor

SUBJECT: Todd Jensen v. Parks & Recreation Commission (PARKS)  
Allocation Review Request ALLO-08-081

On July 7, 2009, I conducted a Director's review telephone conference regarding the allocation of your position. Besides you, Human Resources Consultants George Price and Joe Vidales, as well as the Eastern Region Human & Financial Resources Manager, Scott Griffith, participated in the conference.

### **Director's Determination**

This position review was based on the work performed for the six-month period prior to May 21, 2007, the date you requested a position review from PARKS Human Resources (HR) Office. As the Director's designee, I carefully considered all of the documentation in the file, the exhibits presented during the Director's review conference, and the verbal comments provided by both parties. Based on my review and analysis of your assigned duties and responsibilities, I conclude your position is properly allocated to the Park Ranger 3 classification.

### **Background**

Your position serves as a Park Ranger in the Park Area of Fort Worden State Park. On May 21, 2007, the PARKS Human Resources Office received a Classification Questionnaire (CQ) for your position (#0773) requesting reallocation from a Park Ranger 3 to the Park Ranger 4 classification (Exhibit F-3). On May 28, 2008, Scott Griffith, Eastern Region Human & Financial Resources Manager, conducted a Park Points Audit at Fort Worden State Park. On September 17, 2008, Mr. Griffith provided HR Consultant George Price with the results of his audit (Exhibit F-4). On September 25, 2008, Mr. Price determined your position was properly allocated to the Park Ranger 3 classification. Specifically, Mr. Price concluded your position met the definition for the Park Ranger 3 as an assistant to the manager of a Class 6 State park area (Exhibit B).

On October 31, 2008, the Department of Personnel received your request for a Director's review of PARKS' allocation determination. After requesting clarification about the timeliness of your request, I determined your request was timely filed. You received PARKS' allocation determination through an alternate method of service on October 1, 2008.

The following summarizes your perspective as well as your employer's:

### **Summary of Mr. Jensen's Perspective**

Mr. Jensen asserts his position serves as the Head Park Ranger serving under the only non-commissioned Park Area Manager. As a result, he indicates that he manages all law enforcement related functions, which include patrol procedures, security plans, and the review of all citations and notices for accuracy and appropriateness. Mr. Jensen states that he supervises and performs duties in the administration, development, maintenance, visitor services, interpretation, and law enforcement of the Fort Worden State Park Area, which he describes as higher than a level 6 park. Mr. Jensen contends there is a fundamental flaw in the Parks Points System and asserts the system does not adequately weigh or account for the myriad of special events he manages on an annual basis. Mr. Jensen points out that he supervises all commissioned Park Rangers covering three separate locations. Mr. Jensen believes the duties and level of responsibility assigned to his position fit the Park Ranger 4 level.

### **Summary of PARKS' Reasoning**

PARKS contends Mr. Jensen's position is properly allocated as a Park Ranger 3 because he serves as an assistant to the Park Area Manager. PARKS indicates that the Park Area Manager has overall responsibility for managing the Fort Worden State Park Area. PARKS asserts The Park Area Manager supervises around five positions, including Mr. Jensen's, that have responsibility over a particular program area. For example, PARKS states that one position leads all journey level construction projects; one position handles all custodial staff cleaning and maintaining the buildings; another staff member is in charge of customer service staff dealing with program reservations; and that Mr. Jensen is in charge of law enforcement and the Park Ranger positions. PARKS also notes that an Administrative Assistant position monitors budget activity for the Park Area Manager. PARKS indicates that Fort Worden is a Class 6 park area. PARKS asserts Mr. Jensen's position fits the Park Ranger 3 definition because he is considered an assistant to the Park Area Manager of a Class 6 State Park.

### **Rationale for Director's Determination**

The purpose of a position review is to determine which classification best describes the overall duties and responsibilities of a position. A position review is neither a measurement of the volume of work performed, nor an evaluation of the expertise with which that work is performed. A position review is a comparison of the duties and responsibilities of a particular position to the available classification specifications. This review results in a

determination of the class that best describes the overall duties and responsibilities of the position. Liddle-Stamper v. Washington State University, PAB Case No. 3722-A2 (1994).

In summary, the statement of duties on the CQ for your position indicates that you are the Head Ranger for the Fort Worden Park Area, which consists of three state park properties listed on the National Register of Historic Places. The Fort Worden area includes Fort Worden State Park Conference Center, a 434-acre park; Old Fort Townsend State Park, a 377 acre park; and Rothschild House State Park, a historical house in Port Townsend with an acre of lawn and historical gardens. The Fort Worden and Old Fort Townsend park areas include multiple campsites (approximately 126 total) and picnic sites (93 total), as well as saltwater beaches. Fort Worden also contains a number of comfort stations, vault toilets, a boat launch, rally area, and 96 multi-story buildings, including a 20,000 sq. ft. commons for dining/meeting facilities, vacation housing, dormitories, and a performing arts pavilion. The park also includes a number of large gun batteries and miles of roads and trails. The CQ indicates that over 1.3 million visitors come through the park annually.

The primary duties and responsibilities assigned to your position involve serving as the Head Ranger under a non-commissioned Park Area Manager. As a result, your position is tasked with managing all law enforcement related functions for the entire park area. During the Director's review conference, both parties clarified that you report to Kate Burke, a Washington Management Service (WMS) manager, who has responsibility for the Fort Worden Park Area. Ms. Burke reports to the Assistant Director for Parks Development, Larry Fairleigh. After the Director's review conference, I requested organizational charts from PARKS' HR Office to better understand the organizational structure (Exhibit H-1). The organizational chart aligns Mr. Fairleigh's position with the Regional Managers directly reporting to the Deputy Director (Exhibit I-3). In an email subsequent to my request for the organization charts, HR Operations Manager Christy Sterling indicated that Fort Worden is the only park area reporting to Mr. Fairleigh (Exhibit H-4).

Within the Fort Worden Park Area, you indicated there are primarily three sections reporting to Ms. Burke: You are in charge of the Park Rangers, another position is in charge of Construction & Maintenance, and a third position is in charge of Customer Service. In addition, a fourth position supervises the Maintenance Custodians. As the Head Park Ranger, you supervise three Park Ranger 2 positions, one of whom directly supervises 4-6 WCC [Washington Conservation Corps] program workers, nine park aides, three camp hosts, and others who volunteer through various programs.

In summary, the CQ breaks down the duties assigned to your position as follows:

- 25%    Oversee or directly participate in the coordination of activities with other sections and the supervision of the positions identified above.
- 15%    Coordinate and help accomplish all grounds maintenance at Fort Worden and satellite parks. This includes maintaining lawns, shrubs, and trees; trails and roadways; boat launch; tennis court; gun batteries; buildings; comfort stations; vault toilets; kitchen shelter; campsites and picnic sites; flowers and

grounds. These duties include the coordination as well as provisioning of all equipment and supplies necessary to complete the tasks.

- 35% Prepare administrative plans, including the Law Enforcement and Homeland Security Plan for the Fort Worden Area, records regarding routine tasks and quarterly projects for employees, purchasing and overseeing the acquisition of necessary materials. This also includes maintaining attendance records and overseeing subordinate timekeeping, as well as maintenance of park records such as incident reports and safety records. Work with large groups such as Centrum, Marine Science Center, 248<sup>th</sup> Coast Artillery Group, Chamber of Commerce, public schools and athletic programs. This involves coordinating the needs of the groups with those of the park area in line with the purposes and goals of the park.
- 15% Patrol Fort Worden and satellite parks to minimize vandalism, prevent misuse of facilities, control traffic, and enforce park rules, regulations, and state laws. Secure conference center buildings after use, monitor and respond to fire and burglar alarms or other emergencies at any hour. Develop procedures to ensure visitor safety and security. Work closely with neighboring police and fire departments.
- 5% Interpret Fort Worden and its satellites through tours, bulletin boards, and presentations. Provide information about parks and respond to questions, problems, complaints, and comments from park visitors.
- 5% Assist other sections of Fort Worden team as necessary to accomplish overall goals of the park.

As your supervisor, Ms. Burke, signed the CQ agreeing with your statements. Mr. Fairleigh also signed the CQ.

When comparing the assignment of work and level of responsibility to the available class specifications, the class series concept (if one exists) followed by definition and distinguishing characteristics are primary considerations. While examples of typical work identified in a class specification do not form the basis for an allocation, they lend support to the work envisioned within a classification.

The **Park Ranger Class Series Concept** reads as follows (Exhibit G):

Positions in this series administer, operate, and maintain a state park or a park area. Positions provide interpretation of federal and state rules and regulations and provide assistance to park visitors. Positions provide education, visitor services and law enforcement. Positions in all class levels may be required to lead or supervise less trained or lower-level staff.

Allocation to this occupational category and levels is determined by the assignment of points by the Park Management Position Allocation System.

During the Director's review conference, Mr. Price and Mr. Griffith explained the Park Management Position Allocation System. They indicated that points are assigned to a park or park area by considering factors such as staffing levels, concessions, leases and permits, square footage, picnic areas and campsites, reservations, and maintenance required. A universal method is applied to determine the level assigned to each park or park area.

The **Park Ranger 4 definition** states the following:

This is the supervisory or expert level of the series. Positions at this level typically manage a Class 5 or Class 6 State park or park area developing, controlling and accomplishing all program activities for a parks or park areas in non-contiguous locations. Positions may serve as the principal assistant to a Regional Manager in the administration, development, maintenance, visitor services and law enforcement of State parks or park areas in an assigned Region.

There is no dispute that Fort Worden is a Class 6 state park. Although your position serves as the Head Park Ranger, including the responsibility to supervise lower level Park Ranger positions, you report to a Park Area Manager. The class series concept indicates that positions in all class levels may be required to lead or supervise less trained or lower-level staff. Ms. Burke, as the Park Area Manager, has overall management responsibility for the Fort Worden park area. I recognize that you manage all areas related to park enforcement, as your supervisor is not a Park Ranger. However, you indicated that your position shares the oversight and coordination of other park activities with the positions in charge of sections like Customer Service, Construction & Maintenance, and Custodial Services. Your position's CQ also indicates that you participate in the coordination of activities with these other sections and help accomplish related projects such as grounds maintenance at Fort Worden and its satellites. In addition, Ms. Burke's position has not been identified as a Regional Manager. Instead, she reports to the Assistant Director for Parks Development, who reports to the Deputy Director, similar to the Regional Manager positions.

I recognize that some of the typical work examples identified by the Park Ranger 4 class are similar to functions you perform such as performing the work of lower level park rangers, disseminating information to the public, or protecting park properties. However, I considered these examples within the context of the class definition. In this case, the Park Ranger 4 definition describes certain aspects of your job like managing law enforcement, but your supervisor retains overall management of the park area. As a result, the Park Ranger 4 classification is not the best fit for your position.

The **Park Ranger 3 definition** states the following:

This is the senior level of the series. Positions at this level typically have one of the following assignments:

- Responsibility for the management and operation of a Class 3 or Class 4 State park or park area.
- Serve as principal assistant to the manager of a Class 5 or Class 6 State park or park area in developing, controlling and accomplishing all program activities for a group of parks in non-contiguous locations.

On a best fit, your position meets the definition of serving as principal assistant to the manager of a Class 6 State park. Although Ms. Burke is a WMS Park Area Manager, not a Park Ranger 4, she retains management responsibility over the park area. The organizational structure at Fort Worden is unique because each major section provides assistance to Ms. Burke for the section's respective area of responsibility. I considered this reporting structure along with the organizational structure of PARKS as a whole. Further, PARKS links the scope of management responsibility assigned to Park Ranger positions with the class level assigned to a given state park or park area. Since there is more than one position providing assistance to the Park Area Manager at Fort Worden, PARKS performed a "points audit" directly related to your area of responsibility (Exhibits F-1 & 4).

PARKS' conclusion that your area of responsibility was similar to that of a Class 4 State park lends support to your position's allocation as a Park Ranger 3. I understand that you disagree with the Park Management Position Allocation System. In reaching my decision, I did not evaluate the Park Management Position Allocation System, as it is an internal process developed by PARKS. Rather, I compared the assessment of duties and responsibilities assigned to your position with the available job classes, beginning with the class definitions. Based on the preponderance of duties and responsibilities assigned to your position, the Park Ranger 3 classification is the best fit.

### **Appeal Rights**

RCW 41.06.170 governs the right to appeal. RCW 41.06.170(4) provides, in relevant part, the following:

An employee incumbent in a position at the time of its allocation or reallocation, or the agency utilizing the position, may appeal the allocation or reallocation to . . . the Washington personnel resources board . . . . Notice of such appeal must be filed in writing within thirty days of the action from which appeal is taken.

The mailing address for the Personnel Resources Board (PRB) is P.O. Box 40911, Olympia, Washington, 98504-0911. The PRB Office is located at 600 South Franklin, Olympia, Washington. The main telephone number is (360) 664-0388, and the fax number is (360) 753-0139.

If no further action is taken, the Director's determination becomes final.

c: George Price, PARKS  
Joe Vidales, PARKS  
Lisa Skriletz, DOP

**Todd Jensen v. WA State Parks and Recreation Commission**

**ALLO-08-081**

List of Exhibits

- A. Letter of Appeal filed by Todd Jensen on October 31, 2008
- B. PARKS' Allocation Determination Letter dated September 25, 2008
- C. November 17, 2008 Letter from Karen Wilcox, Director's Review Coordinator, regarding timeliness of request.
- D. Todd Jensen's response to timeliness issue, dated December 2, 2008
- E. PARKS' response to timeliness issue, dated December 2, 2008
- E-1. Director's determination regarding timeliness
- F. Filed by PARKS on February 26, 2009:
  - 1. Employee Exhibit – Desk Audit dated 5/28/2008 by Scott Griffith and received via email 2/12/09
  - 2. PARKS' Allocation Determination Letter dated September 25, 2008 (same as Exhibit B)
  - 3. Classification Questionnaire received in HR on May 21, 2007
  - 4. September 17, 2008 Memo from Scott Griffith to George Price regarding Points Audit
  - 5. Class specification for Park Ranger 3
  - 6. Class specification for Park Ranger 4
- G. Park Ranger Class Series Concept
- H. Email correspondence regarding organizational charts:
  - 1. September 21, 2009 email from Teresa Parsons to parties requesting organizational charts
  - 2. September 23-25, 2009 email chain between Teresa Parsons, Christy Sterling, and George Price regarding organizational charts.
  - 3. September 23-24, 2009 email chain between Christy Sterling and Teresa Parsons regarding organizational charts. (Also included in Exhibit H-2).
  - 4. Email chain regarding organizational charts
- I. Organizational Charts
  - 1. Fort Worden June 2007
  - 2. Washington State Parks & Recreation Commission (2 pages)
  - 3. Deputy Director's Direct Reports
  - 4. Parks Development and Service Center (2 pages)
  - 5. Larry Fairleigh Assistant Director Parks & Development
  - 6. Northwest Region
  - 7. Southwest Region